



City of Seattle

Edward B. Murray, Mayor

Department of Planning and Development

D. M. Sugimura, Director

CITY OF SEATTLE ANALYSIS AND DECISION OF THE DIRECTOR OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT

Application Number: 3016021

Applicant Name: King County, Department of Executive Services

Address of Proposal: 326 9th Avenue

SUMMARY OF PROPOSED ACTION

Land Use Application to allow construction of a seven-story addition to Harborview Hall (115,625 sq. ft.) on the Harborview Medical Center major institution campus. The proposal includes demolition of a substantial portion of the existing building (50,375 sq. ft.) while preserving the west façade along 9th Avenue, demolition of a single-story building, Engineering Services (6,000 sq. ft.), construction of 21,000 sq. ft. of landscaped open space and 9,000 cu. yds. of grading. The proposal does not include any change in parking. The proposal includes a determination by the Director, Changes to master plan, that the proposal is a minor amendment to the adopted Major Institution Master Plan for Harborview Medical Center. Environmental documents prepared by the King County Department of Executive Services.

The following approvals are required:

DIRECTOR'S DETERMINATION-SMC 23.69.035

SEPA – For conditioning only - Chapter 25.05, Seattle Municipal Code.

SEPA DETERMINATION: ☐ Exempt ☐ DNS ☐ MDNS ☒ EIS¹

☐ DNS with conditions

☐ DNS involving non-exempt grading or demolition or
involving another agency with jurisdiction.

BACKGROUND

In 2000, following extensive public and agency review, the City Council and Mayor adopted a Major Institution Master Plan (MIMP) for the Harborview Medical Center. As part of the MIMP review process, King County, the lead SEPA agency as owner of Harborview Medical Center, issued the Harborview Medical Center Environmental Impact Statement (EIS) that considered the potential impacts of the planned and potential projects proposed under the MIMP.

¹ Addendum to the Final Environmental Impact Statement of the Harborview Medical Center prepared for the Harborview Hall Adaptive Reuse Development (August 31, 2014).

The MIMP did not authorize the demolition of Harborview Hall.² The EIS contemplated options for the Harborview Hall development site. One alternative analyzed was the proposed demolition of Harborview Hall and development of a new 100,000 sf. office structure adjacent to Terry Avenue. The EIS also studied alternatives incorporating design elements similar to those of the subject proposal, particularly increased height and density at the proposal site, retention of the existing Harborview Hall, relocation of the proposed open space and the parking demand.³

In 2009, the City's Landmark Preservation Board determined that Harborview Hall did not meet any of the landmark preservation ordinance designation criteria (SMC 25.12.350) and denied the designation of the building. Subsequently, the County determined that the preservation and adaptive reuse of Harborview Hall was an economically and environmentally preferable option as compared to complete demolition.

The County applied for a master use permit (MUP) for the proposed project. As lead SEPA agency, the County prepared an Addendum to the EIS per WAC 197-11-600(4)(c). While the Addendum adds information to the EIS relating to the proposal, the information in the Addendum does not substantially change the EIS analysis of significant impacts and alternatives.

Site and Vicinity

The proposed Harborview Hall Adaptive Reuse development, the subject proposal, is located within the Harborview Medical Center main campus. The Harborview Medical Center campus and Master Plan area encompasses an approximate 2-3 block area bounded by Interstate 5, Terry Avenue, Jefferson Street, Alder Street with additional area including the mid-block between 9th Avenue and the alley to the east, the block bounded by 9th Avenue, Jefferson Street, Terry Avenue and James Street and an above-grade parking garage at the corner of Broadway and Boren Avenue.

The proposal is located on the mid-block of Ninth Avenue between Jefferson Street and Alder Street. The proposal site is addressed as 326 Ninth Avenue. The site is zoned as a Major Institution Overlay with a 240-foot height limit (MIO-240) for buildings developed by the Institution with this overlay. The underlying zoning is Highrise (HR). Only uses associated with this Institution are eligible for the designated MIO height limits. Non-Institution related uses developing on the proposal site would be bound to the underlying height limits of the HR zone.

Properties to the east and immediately outside of the MIMP boundaries are zoned HR and Midrise (MR). Properties to the south of the MIMP boundaries are zoned Master Planned Community-Yesler Terrace, accommodating the Seattle Housing Authority's planned redevelopment of multi-family residential uses. To the north of the MIMP boundary, properties are zoned HR. To the west of the MIMP boundary is Interstate 5, technically also zoned MR.

Proposal

The proposed development includes the adaptive reuse of the existing 11-story Harborview Hall and the construction of a seven-story infill addition (115,625 sq. ft.) to the eastern façade. The proposal includes the demolition of a portion of the existing Harborview Hall structure (50,375 sq. ft.), demolition of a single-story building, Engineering Services (6,000 sq. ft.), addition of 21,000 sf. of landscaped open space and 9,000 cu. yds. of grading. The proposal also includes the

² MIMP, pgs. 28-29; MIMP Condition #31 ("Compliance with the Landmarks Preservation Ordinance (SMC 25.12) will constitute compliance with the SEPA Landmark Policy. Nothing in the [MIMP] approval shall be construed as prejudging or superseding the landmark review process as specified in the landmarks preservation ordinance or diminishing the Landmarks Board's role in that process.").

³ See, e.g. Harborview Medical Center EIS, pgs. 23, 60, 104, 110, 131 and 183.

seismic upgrade of the existing Harborview Hall structure. No change in parking is proposed in conjunction with the proposal. Uses within the proposed structure will be uses approved as permitted major institutional uses in compliance with the stated mission of Harborview Medical Center.

Public Notifications and Comment Periods

Notice of the proposal was published on October 31, 2013. A revised notice of the proposal was published on November 7, 2013. The public comment period ended November 20, 2013. DPD received no public comments related to the proposal, other than the comments of the Citizen's Advisory Committee which are provided for in SMC 23.69.035.C and 23.88.020.D.

The County published notice of the availability of the Addendum to the Harborview Medical Center EIS on September 3, 2014.

CONSISTENCY WITH MASTER PLAN

On August 24, 2000, the City of Seattle adopted Harborview Medical Center's Major Institution Master Plan (MIMP) by enacting Ordinance Number 120073. The MIMP outlines the development program for the Harborview Medical Center campus, establishes development standards for new buildings and provides for a transportation management program to reduce the number of single occupancy trips to Harborview Medical Center and surrounding areas.

The MIMP authorized an overall campus development density of 2,140,480 sq. ft. to allow greater flexibility for future in-fill development and greater utilization of allowable MIO heights (MIMP, pg. 32). Campus construction, even with the subject proposal is within the approved MIMP density.

Requested MIMP amendment

Harborview has requested one amendment of the MIMP. As part of the overall development program contained in the MIMP, the proposal site was identified as a "Planned Project" that contemplated the complete demolition of the existing 11-story Harborview Hall structure and construction of a 100,000 sq. ft. office building to the northeast (MIMP p. 26, Table 6). The MIMP did not authorize, however, demolition of Harborview Hall. Because the current Project would involve the retention of a portion of Harborview Hall, a seven-story addition to Harborview Hall and the development of 21,000 sq. ft. of permanent open space, a determination must be made as to the nature of the MIMP amendment that is required (SMC 23.69.035).

Review Process

The proposal requires a determination by the Director on compliance with SMC 23.69.035, Changes to master plan. Specifically, this code section requires that *"a proposed change to an adopted master plan shall be reviewed by the Director and determined to be an exempt change, a minor amendment, or a major amendment."*

As part of the Amendment process, SMC 23.69.035.C and 23.88.020.D require that the Citizen's Advisory Committee receive notice and an opportunity to comment on whether the amendment should be deemed an Exempt, Minor, or Major Amendment. The Director then determines whether the amendment is minor or major according to subsections D and E of SMC 23.69.035.

The County requested that DPD process its proposed MIMP change as a minor amendment. The following analysis includes a review of the proposed development against the criteria for Exempt Changes, Minor and Major Amendments listed in SMC 23.69.035 (requirements appear in *italics* with applicable details regarding the proposed development following each).

Exempt Changes

1. *Any new structure or addition to an existing structure not approved in the master plan that is twelve thousand (12,000) square feet of gross floor area or less; or*
Not applicable. The proposed Project exceeds 12,000 square feet of gross floor area.
2. *Twenty (20) or fewer parking spaces not approved in the master plan; or*
Not applicable. The proposed Project does not include parking spaces.
3. *An addition to a structure not yet constructed but approved in the master plan that is no greater than twenty percent (20%) of the approved gross floor area of that structure or twenty thousand (20,000) square feet, whichever is less; or*
Not applicable. Harborview Hall was an existing structure when the MIMP was adopted.
4. *Any change in the phasing of construction, if not tied to a master plan condition imposed under approval by the Council; or*
Not applicable. The proposed Project does not involve phasing of construction.
5. *Any increase in gross floor area below grade.*
Not applicable. The proposed Project includes both above-grade and below-grade space.

Thus, the proposed Project does not qualify as an exempt change pursuant to SMC 23.69.035.B.

Minor Amendments

To qualify as a minor MIMP amendment, a proposed amendment must be “*consistent with the original intent of the adopted master plan.*” As discussed below, the proposed Project satisfies this requirement. The original intent of the MIMP was to provide safe and sufficient facilities for the highest quality of health care, teaching, research and community service. Seismic stability of the facilities at Harborview, given the status of the institution as the premier facility for trauma treatment in the region, was critical (*see* MIMP, pg. 3). The MIMP intent was also to provide for flexibility in implementing the potential projects set forth in consideration of uncertainties and changes in the healthcare industry. In the event of the approved future demolition of Harborview Hall, the MIMP contemplated a “campus heart” as potential open space above an underground parking garage in the approximate location of the subject proposal site (MIMP, pg. 59). The MIMP also encouraged Harborview to explore methods to engineer the underground parking garages to accommodate future development above the structures (*see* MIMP, pg. 32).

The seismic upgrade and adaptive re-use of Harborview Hall would increase the public benefits by providing increased capacity for related health and human services while enhancing seismic stability for the Harborview institutional and support functions. The proposal allows the institutional uses to be efficiently co-located in the core of the campus to minimize impacts on the adjacent users. This is consistent with the original intent of the MIMP, to allow flexibility in the sequencing of development in order to best respond to healthcare priorities.

The proposal includes the creation of 21,000 sq. ft. of permanent public open space adjacent to Terry Avenue. This is consistent with the original intent of the MIMP to provide for more open space on the eastern campus and to enhance the buffer between the institutional uses and the adjacent residential uses. Further, the proposal would not have a major effect on surrounding neighborhoods as the square footage of the proposal is within the envelope of approved

development under the MIMP. Therefore, the total amount of square footage allowed on the campus would not increase as a result of this proposal. Because the proposal would not increase the overall allowable square footage on the campus, would not have an adverse effect on the adjacent uses and would offer a significant public benefit, the proposal is consistent with the original intent of the MIMP.

In addition to consistency with the original intent of the MIMP, a proposal must satisfy one of the following three criteria:

1. *The amendment will not result in significantly greater impacts than those contemplated in the adopted master plan; or*

The MIMP anticipated development in a manner consistent with the proposal. The MIMP, and the accompanying EIS, contemplated an overall campus development density of 2,140,480 sq. ft. in order to allow greater flexibility for future in-fill development and greater utilization of allowable MIO heights (MIMP, pg. 32). The proposed Project includes construction of a total of 65,000 net new square feet (accounting for the partial demolition of the existing Harborview Hall and the addition). Therefore, sufficient development capacity remains under the MIMP to accommodate the proposal.

The proposed project is roughly 171 feet tall and will not exceed the MIO height limits.

Finally, although the MIMP contemplated the demolition of Harborview Hall, the MIMP did not authorize demolition. Assuming demolition, the MIMP envisioned an underground garage at the Harborview Hall site and a 100,000 sf. office structure adjacent to Terry Avenue in the location of the proposed permanent open space. The proposal would not produce significant adverse impacts on the neighborhood. First, the proposal would retain institutional uses within the core to enhance the transition to the adjacent residential uses. Second, the proposed open space location enhances connectivity with adjacent residential uses and the planned Yesler Terrace open space to southeast. Third, the proposal does not include a change in parking. The County has developed all the parking spaces authorized in the approved MIMP. Accordingly, the overall parking count does not change and there will be no significant changes in the parking impacts. For these reasons, the proposed amendment requested by the County for the proposal will not result in significantly greater impacts than those contemplated in the adopted MIMP.

2. *The amendment is a waiver from a development standard or master plan condition, or a change in the location or decrease in size of designated open space, and the proposal does not go beyond the minimum necessary to afford relief and will not be materially detrimental to the public welfare or injurious to the property or improvements in the vicinity in which the Major Institution is located; or*

The proposal does not involve a waiver from development standards or master plan conditions or a reduction in designated open space. The MIMP noted that if the Harborview Hall demolition were approved and the MIMP potential “campus heart” open space were constructed, that location would be designated open space pursuant to SMC 23.69.030.E.4.b. (see MIMP, pg. 59). This future “campus heart” open space has not been developed, however. Indeed, the MIMP contemplated other alternatives that could lead to development at the site, including the studying of variations that would include added structural capacity for future buildings on top of the contemplated garage and so increasing building area (MIMP.pg. 26). Thus, the proposal does not involve a reduction in designated open space.

3. *The amendment is a proposal by the Major Institution to lease space or otherwise locate a use at street level in a commercial zone outside an MIO district boundary, and the use is allowed in the zone but not permitted pursuant to SMC 23.69.022.*

Not applicable. The proposal is not proposed in a location outside of the MIO district.

A proposal need satisfy only one of the three criteria listed above to qualify as a minor amendment. Because the proposed Project would not produce significantly greater impacts than those considered in the MIMP, it qualifies as a minor amendment.

Major Amendments

The Code (SMC 23.69.035.E) also establishes criteria for qualification of a MIMP change as a major amendment. The proposed Project does not meet any of these major amendment criteria.

1. *Any increase in height designation or the expansion of the boundary of the MIO District; or*
Not applicable. The proposal would not constitute an increase to the 240-foot height limit of the MIO district at this location.
2. *Any change to a development standard that is less restrictive; or*
Not applicable. The proposal does not involve a change to a development standard.
3. *A reduction in housing stock outside the boundary but within two thousand five hundred feet (2,500') of the MIO District, other than within a Downtown zone, that exceeds the level approved in an adopted master plan; or*
Not applicable. The proposal is located within the MIO district and does not reduce housing stock.
4. *A change to the single-occupancy vehicle goal of an approved transportation management program that increases the percentage of people traveling by single-occupancy vehicle; or*
Not applicable. The proposal would not change the approved transportation management program.
5. *A use that required Council Conditional Use approval, including but not limited to a helistop or a major communication utility, that was not described in an adopted master plan; or*
Not applicable. The proposal does not propose a helistop, major communication utility, or any other use requiring a Council Conditional Use permit.
6. *The update of an entire development program component of a master plan that was adopted under Code provisions prior to the 1996 Major Institutions Ordinance where the institution proposes an increase to the total amount of gross floor area allowed or the total number of parking spaces allowed under the institution's existing development program component within the MIO district.*
Not applicable. The proposal does not propose to increase the gross floor area or total number of parking spaces allowed under the institution's existing development program.

Therefore, the proposal does not qualify as a major amendment.

Standing Citizen's Advisory Committee recommendation

SMC 23.69.035.C states that "the Advisory Committee shall be given the opportunity to review a proposed minor or major amendment and submit comments on whether it should be considered minor or major, and what conditions (if any) should be imposed if it is minor. The Director shall determine whether the amendment is minor or major according to subsections D and E of this section...."

The County briefed the Standing Advisory Committee (SAC) on the Harborview Medical Center Major Institution Master Plan on November 20, 2013 and again on January 15, 2014 regarding the proposed Project. On January 15, 2014, the SAC voted to recommend that the requested amendment to allow the adaptive reuse of Harborview Hall and change the configuration of open space be considered a major amendment. The SAC vote was not unanimous, with six members voting in favor, one opposed and one abstention, with three members absent. A resolution, indicating that the plans for keeping a portion of Harborview Hall and changing the location and orientation of the open space called for in the MIMP constituted, in the view of the majority of the members of the SAC, a Major Amendment to the Approved HMC MIMP, was conveyed to DPD by a letter from the SAC chair, Laurence N. Brouse on February 18, 2014. The Resolution detailed the rationale for the SAC's position, namely, that the proposal was inconsistent with the original intent of the MIMP because it would retain a building "specifically designated for demolition," would add new construction, would move the location of the open space "from centrally located on 9th Avenue to peripherally located on Terry Avenue," and would provide no additional parking for tenants, patients or clients associated with the new structure.

The Seattle Municipal Code requires that major amendments apply only in certain circumstances. As demonstrated above, however, the proposed project does not meet any of the Code criteria for a major amendment. Instead, the Code requires the use of the minor amendment process where a change is consistent with the intent of the original MIMP and will not produce significantly greater impacts than those considered in the MIMP. As discussed above, the proposed change meets the minor amendment criteria. Therefore, it is appropriate to analyze it as a minor amendment. In doing so, the Department has considered the concerns of the Standing Advisory Committee, clearly and emphatically stated in the Resolution of February 18, 2014.

The SAC majority argued that the proposal was inconsistent with the original intent of the MIMP. First, it should be noted, as has been stated above, the MIMP, while contemplating the demolition of Harborview Hall, did not mandate nor did it authorize the structure's removal. The EIS contemplated options for the Harborview Hall development site. One alternative analyzed was the proposed demolition of Harborview Hall and development of a new 100,000 sq. ft. office structure adjacent to Terry Avenue. The EIS also studied alternatives incorporating design elements similar to those of the subject proposal, particularly increased height and density at the proposal site, retention of the existing Harborview Hall, relocation of the proposed open space and the parking demand. In 2009, the City's Landmark Preservation Board determined that Harborview Hall did not meet any of the landmark preservation ordinance designation criteria (SMC 25.12.350) and denied the designation of the building. Subsequently, the County determined that the preservation and adaptive reuse of Harborview Hall was an economically and environmentally preferable option as compared to complete demolition.

Additionally, the MIMP called for increased seismic stability for both essential and non-essential facilities (MIMP, pg. 9). The proposed project will include seismic upgrades and remains within the overall authorized development density under the MIMP, which was amended to allow for greater flexibility for future projects. This is consistent with the original intent of the MIMP to address the need for offices, research and clinical support. Furthermore, the original intent of the MIMP contemplated, but did not authorize the creation of a "campus heart" (*see* MIMP, pg. 59). The subject proposal, which calls for a transplanted "campus heart" location for the open space, is understandably a disappointing shift in perception for those whose expectations were for a prominent location along 9th Avenue with an axial alignment with Terrace Street. But retention of Harborview Hall dictated by Landmarks designation would have required dislocation of the

“campus heart” as well. While arguably not quite as midline as the anatomical metaphor of “heart” suggested, the proposed open space remains well within the mid-portion of the Harborview Medical Center Major Institution Overlay and central to the campus which extends between James Street and Alder Street and between Boren Avenue and Interstate 5. The subject proposal will provide permanent designated open space and enhance the pedestrian connectivity with the adjacent residential uses, consistent with the original intent of the MIMP. Finally, the County has developed all the campus-wide parking authorized under the MIMP for the permitted density, so the proposed Project is consistent with the original intent of the MIMP.

As conditioned by the MIMP, any impacts to the vicinity are not expected to be significant.

Conclusions

Based upon a review of the proposal, criteria under SMC 23.69.035, the review and comment by the SAC, information presented in the public comments, and staff review of the proposal, the request for a Minor Amendment to allow the proposed development is hereby **APPROVED as a MINOR AMENDMENT.**

ANALYSIS – STATE ENVIRONMENTAL POLICY ACT (SEPA)

The proposal’s environmental impacts have been analyzed in environmental documents prepared by the County, including the Addendum to the Harborview Medical Center Final Environmental Impact Statement for the Harborview Hall Adaptive Reuse Development, published on September 3, 2014 (Addendum) and the Harborview Medical Center Final Environmental Impact Statement (EIS), published on November 12, 1999, as well as the appendices, other technical environmental reports, and comments and responses associated with those documents.

For the purposes of this master use permit application, the exercise of substantive SEPA authority by the Department of Planning & Development (DPD) is limited to conditioning only for impacts previously identified by the County. DPD is reviewing the environmental impacts of the proposal in order to impose further conditions, if necessary. Disclosure of the potential impacts from this proposal was made in the environmental documents listed above. This information, supplemental information provided by the applicant (plans, written descriptions of the project, construction requirements, renderings, etc.) and the experience of this agency with review of similar proposals form the basis for this analysis and conditioning.

The Seattle SEPA Ordinance provides authority to require mitigation of adverse impacts resulting from a proposed project (SMC 25.05.655 and 25.06.660). Mitigation, when required, must be related to specific environmental impacts identified in an environmental document and may be imposed to the extent that a given impact is attributable to the proposal, and to the extent that the mitigation is reasonable and capable of being accomplished. Additionally, mitigation may be required only when based on policies, plans and regulations as enunciated in SMC 25.05.665 to SMC 25.05.675 inclusive (SEPA Overview Policy, SEPA Cumulative Impacts Policy, SEPA Specific Environmental Policies). In some instances, local, state, or federal regulatory requirements will provide sufficient mitigation of an impact and additional mitigation imposed through SEPA would not be necessary.

The SEPA Overview Policy (SMC 25.05.665.D) clarifies the relationship between codes, policies, and environmental review. Specific policies for each element of the environment, certain neighborhood plans and other policies explicitly referenced may serve as the basis for exercising substantive SEPA authority. The Overview Policy states in part: “where City

regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation” (subject to some limitations). Under certain limitations/circumstances (SMC 25.05.665.D 1-7) mitigation can be considered. Thus, a more detailed discussion of some of the impacts is appropriate.

Both the FEIS and EIS Addendum considered the following environmental impacts: Earth/Seismic; Energy; Environmental Health/Noise; Land Use; Aesthetics (height, bulk and scale and views); Light, Glare and Shadow; Historical Resources; Transportation (circulation and parking); Construction Impacts (earth, air quality, noise/vibration and transportation (circulation and parking)).

Short-Term Impacts

Demolition and construction activities could result in the following temporary or construction-related adverse impacts:

- Decreased air quality due to suspended particulates from building activities and hydrocarbon emissions from construction vehicles and equipment;
- Construction dust and storm water runoff;
- Increased traffic and demand for parking from construction equipment and personnel;
- Occasional disruption of adjacent vehicular and pedestrian traffic; and
- Increased noise levels.

Several adopted codes and/or ordinances provide mitigation for some of the identified impacts: the Noise Ordinance, the Stormwater Grading and Drainage Control Code, the Street Use Ordinance and the Building Code. The Stormwater, Grading and Drainage Control Code regulates site excavation for foundation purposes and requires that soil erosion control techniques be initiated for the duration of construction. The Street Use Ordinance requires debris to be removed from the street right-of-way and regulates obstruction of the pedestrian right-of-way. Puget Sound Clean Air Agency regulations require control of fugitive dust to protect air quality. The Building Code provides for construction measures in general. Finally, the Noise Ordinance regulates the time and amount of construction noise that is permitted in the city. Compliance with these applicable codes and ordinances will reduce or eliminate most short-term impacts to the environment.

Due to the temporary nature and limited scope of the potential impacts listed above, they are not considered significant (SMC 25.05.794). Although not significant, these impacts are adverse, and in some cases, mitigation is warranted.

Air Quality

The indirect impact of construction activities including construction worker commutes, truck trips, the operation of construction equipment and machinery, and the manufacture of the construction materials themselves result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change. While these impacts are adverse, they are not expected to be significant due to the relatively minor contribution of greenhouse gas emissions from this project.

The proposed construction will adhere to the Puget Sound Clean Air Agency’s (PSCAA) regulations regarding demolition activity and fugitive dust emissions. Based on the compliance with the PSCAA regulations, the impact on air quality are not significant; therefore, no further conditioning is warranted pursuant to the SEPA policies.

Earth

The proposal anticipates demolition and site preparation that is estimated to require the removal of approximately 13,750 cu. yds. of material, including 9,000 cu. yds. of grading. The MIMP included a condition that addresses the issue of demolition. The excavation contractor for the proposed Project demolition shall provide a truck management plan to the Seattle Department of Transportation (SDOT) for approval and identify a demolition and excavation disposal site (MIMP, pg. 68).

The geotechnical consultant (Shannon & Wilson, Inc.) provided a geotechnical review of the proposed shoring concepts. The proposal will use a tied-back soldier pile and lagging wall along the western side to support the existing foundation. A soil nailed wall system will be used on the north, east and south facades. The character of the soils supports the proposed shoring methods.

The applicable mitigation measures provide adequate mitigation for impacts on earth; therefore, no further conditioning is warranted pursuant to the SEPA policies.

Noise/Vibration

Due to the nature of the planned construction related activity, the proposal would result in an increase in the levels of sound and vibration within the project vicinity as well as the streets used by construction vehicles entering/exiting the site. The City's Noise Ordinance standards for construction would be enforced during the project and regulate any noise generated by the associated construction activities.

The proposed Project is within the range of actions and short-term construction impacts related to noise/vibration evaluated in the EIS. The City's Noise Ordinance objective standards (allowed hours and noise levels) for construction will be enforced for the proposal. By limiting most construction-related activities to the standard construction hours established by the Noise Ordinance (7 a.m. to 10 p.m. on weekdays; 9 a.m. to 10 p.m. weekends and legal holidays), disturbances can be reduced.

The MIMP imposed SEPA impact short-term construction conditions relative to noise. These conditions are applicable to the proposal and effectively address the anticipated impacts. These MIMP conditions are detailed below:

During Construction

- The following low impact noise will be permitted on Saturdays from 9:00 am to 5:00 pm. Requests to do work described below in the weekday evenings (6:00 pm to 8 pm) will be reviewed on a case-by-case basis. DPD approval is required prior to any such occurrence.

All work on-site shall be fully supervised by Harborview or King County on-site construction personnel who will ensure that Saturday construction is of a non-noisy nature and report back to the Land Use Planner with written confirmation of agreement to the construction hours of the subcontractors. Periodic monitoring of work activity and noise levels will be conducted by DPD construction inspectors.

Surveying and layout. This requires no noise generating equipment and requires two or three people walking around the project.

Stocking with crane. The crane is electric and requires four people to work with the crane.

Other ancillary tasks. This includes: site security; surveillance; and monitoring and maintenance of weather protection; water dams; and heating equipment.

Concrete work. This includes finishing and setting.

- Critical quiet construction activities, which are of an emergency nature that are related to issues of safety, or which could substantially shorten the total construction time-frame if done after the regulation construction crew has left, will be allowed. In order to accommodate the needs of the Hospital and ensure that the construction activities will not have adverse impacts on the nearby residential uses, request to extend the hours of construction on weekdays from 6:00 pm to 8:00 pm shall be reviewed on a case-by-case basis and approved by DPD prior to each occurrence. Periodic monitoring of work activity and noise monitoring will be conducted by DPD construction inspectors.
- Quiet non-construction activities that can be done at any time such as, but not limited to, site security, surveillance, monitoring of weather protection, checking tarps, surveying, and walk on and around the site and structure will not be limited by the conditions imposed above or below.
- In addition to the Noise Ordinance requirements to reduce the noise impacts of construction on nearby properties, all demolition, grading, and construction activities shall be limited to non-holiday weekdays between 7:30 am and 6:00 pm. After each floor of the building is enclosed with exterior walls and windows, interior construction on individual enclosed floors can be done at other times with the written approval of the Land Use Planner and the Director of Construction Inspections of DPD.
- Equipment shall be employed on-site that is as quiet as feasible for the work to be performed.
- Nearby residents shall be advised of the construction schedule, the construction process and Harborview must provide a contact person to address construction-related problems, such as noise impacts.
- Construction schedules shall be coordinated with nearby on-campus research activities, allowing the opportunity to reschedule research or construction activities if a conflict arises.
- Whenever practical, rubber-tire equipment shall be used instead of equipment with metal tracks. Muffler shall be provided and maintained for stationary engines. Construction personnel shall limit the extent of unnecessary equipment idling. Air compressors shall be utilized with silencing packages. Preference shall be given to electrically-driven and hydraulically-driven equipment in place of diesel or pneumatic equipment.

(MIMP, pgs. 68-70).

The applicable mitigation measures provide adequate mitigation for impacts on noise; therefore, no further conditioning is warranted pursuant to the SEPA policies.

Construction Parking & Access

Construction of the proposed project is anticipated to last several months. On-street parking in the vicinity is limited. The demand for parking from construction workers could exacerbate the demand for on-street parking and result in an adverse impact.

Construction worker trips as noted above generally occur before or right at the beginning of the morning or evening peak commute times. Generally, construction worker trips do not have a noticeable impact on peak hour traffic operations at adjacent streets and intersections because the relatively low number in comparison with overall traffic volumes in the vicinity of Harborview.

The majority of trips would be associated with demolition and excavation activities. Approximately 13,750 cu. yds. of excavation and demolition material would be removed from the site during construction of the proposed Project. Based on a 22-cu. yds. capacity for a tandem truck, the proposal would generate approximately 625 trips during construction. The number of truck trips daily would vary depending on the level of construction activity.

Due to the constricted proposal site, temporary street closures may be likely at some stage in the construction process. Of the adjacent streets to the building sites that have the greatest potential for closure (e.g., Terrace Street and Terry Avenue), none are principal arterials. Therefore, temporary closures are not anticipated to have a significant impact on traffic operations.

The MIMP imposed SEPA impact short-term construction conditions relative to transportation. These conditions are applicable to the proposal and effectively address the anticipated impacts. These MIMP conditions are detailed below:

Prior to Commencement of any Demolition or Construction

- The excavation contractor shall provide a truck management plan to SeaTran [SDOT] Permit office for approval and identify demolition and excavation disposal sites.
- In order to ensure that construction workers do not park on the street and do not usurp existing off-street parking on parking lots within Harborview's primary impact area, Harborview shall prepare and distribute to all construction workers a flyer that includes: a map of the available parking lots, rates; the restriction on lots located outside the primary impact area identified in the Draft EIS for Harborview's MIMP; and explanation that construction workers must park outside the primary impact area, that no on-street parking by construction workers is allowed. Harborview shall require contractors to secure parking for their construction workers outside the primary impact area.

During Construction

- The flyer described above shall be distributed to all current construction workers and any future workers hired.

(MIMP, pgs. 68-69).

The proposal will have certain construction-related parking and access impacts that are unavoidable due to the nature of the construction. Occasional and/or temporary street closures on non-arterial streets may inconvenience pedestrians and hamper traffic flow. As conditioned, any temporary construction-related impacts to parking/access are not considered to be significant; therefore, no further conditioning is warranted pursuant to the SEPA policies.

Long-Term Impacts

Long-term or use-related impacts are also anticipated as a result of the approval of this proposal including: earth/seismic, energy, environmental health/noise, aesthetics, light/glare/shadows, historic resources and transportation access in the area and the demand for parking.

Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. Specifically, these include the: Stormwater Code, Grading Code and the Energy Code (require insulation for outside walls and energy efficient windows). The MIMP and the Land Use Code control site coverage, setbacks, building heights and allowable uses and contain other development and use regulations to assure compatible development. Compliance with these applicable codes and ordinances is adequate to achieve sufficient mitigation of most long-term impacts.

Earth/Seismic

The proposal site has no steep slopes. A geotechnical consultant (Shannon & Wilson, Inc.) provided a geotechnical review of the proposal design concepts and excavation.

The EIS noted that the existing Harborview Hall contains large public assembly spaces that may contribute to a “soft story” seismic problem. A “soft story” is a building level with less stiffness.

The MIMP imposed SEPA conditions governing seismic activity. These conditions are applicable to the proposal and effectively address the anticipated impacts. In the new construction, mechanical systems shall be braced to comply with the standards for critical facilities in active seismic zones. The MIMP condition also requires that the existing mechanical systems also be braced throughout the facilities as part of the proposed renovations (*see* MIMP, pg. 63).

Consistent with the Building Code, the proposal will be seismically improved to Life Safety criteria as addressed by American Society of Civil Engineer standards (ASCE-7 which incorporates information from AISC 341, 360 and ACI 318), including internally bracing the existing western façade and bracing individual parts of the structure to limit nonstructural damage.

As conditioned, the mitigation measures provide adequate mitigation for long-term earth/seismic impacts; therefore, no further conditioning is warranted pursuant to the SEPA policies.

Energy

The proposal during all phases (demolition, construction, and operation) is consistent with energy impacts studied and disclosed in the EIS. Energy demands are not anticipated to substantially increase. The MIMP imposed a condition relative to energy. Under the MIMP, the planned and potential projects shall be designed to incorporate requirements of the Seattle Energy Code (MIMP, pg. 63). This condition is applicable to the proposal and effectively addresses the anticipated impact; therefore, no further conditioning is warranted.

Environmental Health/Noise

The EIS evaluated the long-term noise conditions, particularly associated with building systems and emergency vehicle operations. The proposal is located on First Hill, a relatively noisy urban area with ambient sound levels of 65-70 dBA. The existing uses include building related noise

which may occur from building boilers, HVAC systems and from emergency generators. There is also likely noise associated with existing Harborview Medical Center operational activity.

The EIS evaluated the proposal site as a possible access point to an underground garage (EIS, pg. 49, and Figure 35). The proposal is not anticipated to produce significantly more noise than evaluated under the EIS. The proposal is expected to include a secure patient delivery area for trucks and vans to deliver patients with mobility impairments to the facility accessed via Terrace Street. The volume of patient deliveries is expected to be four to eight vehicles per day.

The closest residential noise receptors are apartments approximately a block to the north and east.

The MIMP imposed SEPA conditions governing long-term noise. These conditions are applicable to the proposal and effectively address the anticipated impacts of the proposed project. These MIMP conditions are detailed below:

- Harborview shall comply with the requirements of the Seattle Noise Ordinance.
- Harborview shall ensure that building related noise sources such as heating, ventilating and air conditioning equipment and emergency generators are designed and operated within the noise levels permitted by the Seattle Noise Ordinance.
- Harborview shall orient parking facilities, loading areas, material transfer and waste facilities away from sensitive residential uses where feasible, and provide adequate acoustical buffers to reduce noise exposure, where feasible.
- Harborview shall install acoustic baffles for sound control on HVAC equipment and fans.
- Harborview shall continue to implement policy of “shutting-down” emergency vehicle sirens within two blocks of the hospital (both for arriving and departing emergency vehicles), except when prevented by safety/traffic conditions.

(MIMP, pg. 63).

As conditioned, the mitigation measures provide adequate mitigation for potential long-term noise impacts; therefore, no further conditioning is warranted pursuant to the SEPA policies.

Aesthetics (Height/Bulk/Scale/Views)

The EIS evaluated the height/bulk/scale and view impacts of the development contemplated in the MIMP, including the potential demolition of Harborview Hall and the construction of a seven-story office to abut Terry Avenue and Terrace Street. The EIS found that the development would result in a substantial increase in height, bulk and scale of development in the Harborview area. The EIS also analyzed potential impacts associated with an Increased Height/Increased Density alternative. As illustrated in the EIS view diagrams, the increase in height, bulk and scale was perceived to have less impact on sites internal to the campus because the surrounding land uses are also institutional.

The proposal is within the allowable MIO height and has been designed to comply with all MIMP development standards, including structure setbacks, height and landscaping. The height of the proposed structure will be similar to the datum of other nearby campus buildings and will be within the central core of the campus, which may minimize the perceived visual impacts.

The location of the proposal significantly reduces the perception of bulk and scale from the adjacent residential users compared to the proposal contemplated in the MIMP, since it remains at the core of the campus and moves the open space location to the Terry Avenue edge to transition uses. It also results in additional open space at the eastern edge of the Harborview campus.

Changes to the proposed Project design are within the parameters of the alternatives evaluated in the EIS and do not create additional adverse environmental impacts. The MIMP imposed conditions governing land use. These conditions are applicable to the proposal and effectively address the anticipated impacts of the proposed Project. These MIMP conditions are detailed below:

- Techniques to reduce the apparent scale of new buildings (e.g., architectural detailing, modulation, stepbacks, materials, etc.) shall be incorporated into building design. Building design shall seek to soften the appearance of structures. Pedestrian scaled improvements shall be included at street level.
- Lighting and graphics that reduces the appearance of building bulk and scale shall be incorporated into new structures.
- To break-up building groupings and collective massing, pedestrian connections shall be maintained through the campus and with the neighborhood (such as at the “campus heart”).
- Landscaping shall be included to soften building scale and create amenities.
- The design of each building approved under this Master Plan shall be stylistically consistent with the design of the existing structures on the Harborview campus and shall be reviewed and approved by the CAC.

(MIMP, pg. 65).

As conditioned, the mitigation measures provide adequate mitigation for potential land use impacts; therefore, no further conditioning is warranted pursuant to the SEPA policies.

No view obstruction is anticipated from the public places identified in the SEPA policies for public view protection (SMC 25.05.675.P). As such, no mitigation is warranted. The proposal may affect some cross-site private views from residential dwellings and office buildings located within the vicinity. These private views, however, are not protected by the City’s SEPA policies.

Shadow, Light and Glare

As part of the underlying EIS review, an analysis of Light, Glare and Shadow was conducted. The EIS states that the principal sources of light in the Harborview area are streetlights, car headlights and lighting from nearby Interstate-5, building lighting and security lighting. Due to its 24-hour operation, Harborview was acknowledged to generate continuous building and site lighting.

The Addendum provided an additional shadow study for the proposal. Most of the shadows produced by the proposal would be cast on adjacent institutional buildings. Notably, the proposal design will provide improved solar exposure for the open space over the alternatives contemplated in the EIS. Shadow impact is not expected to be significant.

The MIMP imposed SEPA conditions governing shadow/light/glare. These conditions are applicable to the proposal and effectively address the anticipated impacts of the proposed Project. These MIMP conditions are detailed below:

- Exterior lighting fixtures shall be shielded or directed away from adjacent residential uses.
- Lighting poles shall be located away from and/or at heights compatible with residential development, to the extent feasible.
- Screening and shading devices shall be installed to reduce or eliminate spillover lighting, particularly from across from sensitive residential receivers, to the extent possible.
- Glass and building materials shall be used that are not highly reflective to avoid creating glare.
- Building façades shall be designed with wall and glazing articulation and recesses to avoid large expanses of uniform surfaces. Spandrels, mullions and architectural detailing could lessen the effect of reflective glare from both artificial and natural light.
- Landscaping shall be included to diffuse and obscure light and glare impacts.
- To avoid having buildings shade landscaped open spaces, solar exposure and potential adjacent building sun blockages shall be considered in the design of all the proposed campus open spaces.

(MIMP, pgs. 64-65).

The proposed building is designed with low-reflective glazing and finishes. The proposal lighting is designed to be directed away from residential uses and the landscaping and streetscape improvements will be used to buffer potential light and glare impacts.

As conditioned, the mitigation measures provide adequate mitigation for potential long-term shadow/light/glare impacts; therefore, no further conditioning is warranted pursuant to the SEPA policies.

Historical Resources

Following the City's adoption of the MIMP, the City's Landmarks Preservation Board (Board) took action on two structures on the Harborview campus, including the site of the proposal.

On September 16, 2009, the Board denied the Landmark designation of Harborview Hall, the site of the proposed project. The Board concluded that Harborview Hall did not meet the standards for designation under SMC 25.12. There are two designated Landmarks within the immediate proximity of the proposed Project: (1) Fire Station #3; and (2) the East Hospital (Center Wing). The proposal is located on Ninth Avenue across from the East Hospital (Center Wing) and does not block existing public views of the designated Landmarks from the existing right-of-way. Regarding Fire Station #3, the proposal calls for demolition of the one-story structure adjacent to Fire Station #3 and the creation of an open space/plaza area. As designed, the proposal will likely improve the public views of the Fire Station #3 from the right-of-way and the permanent open space location.

The City's Department of Neighborhoods staff has reviewed the proposal's potential impacts to adjacent and proximate landmarks and has determined that there are no significant impacts relative to landmark structures. Thus, no further mitigation is necessary.

No significant impacts to historic resources are anticipated and no further mitigation is necessary.

Transportation/Parking

The EIS provided an analysis of transportation, traffic and parking related impacts associated with the development of the MIMP. The MIMP contemplated an overall campus development density of 2,140,480 sq. ft. Campus construction, even with the proposal, is well within the approved MIMP density. Thus, the long-term transportation, traffic and parking impacts of the proposal were addressed in the EIS. The Addendum was prepared for the proposal to provide transportation and parking analysis specific to the impacts of the proposed development. The transportation consultant (The Transpo Group) concluded the proposal would not significantly change access operations.

The Transpo Group concluded that the secure patient loading facility could be accommodated. The EIS contemplated the proposal site as an access point to an underground parking garage. The anticipated four to eight daily patient deliveries associated with the proposed project are significantly less intensive than the alternatives evaluated in the EIS.

Regarding parking, the MIMP authorized a campus-wide parking supply. Currently, the County has constructed all the parking authorized under the MIMP to support the total maximum campus density, including an increase of 130 underground parking stalls provided with the Ninth & Jefferson Building as approved in 2003. Because the overall campus parking count does not change with the proposal, The Transpo Group concluded there will be no noticeable change to parking impacts as described in the EIS; therefore, no further conditioning is warranted.

DECISION – SEPA

The application is **APPROVED**.

SEPA – CONDITIONS

None.

EXISTING CONDITIONS REQUIRED BY MAJOR INSITUATION MASTER PLAN

The owner(s) and/or responsible party(s) shall:

Non-Appealable Conditions Prior to the Issuance of the MUP and for the Life of the Project Required by the MIMP

1. In the new construction, mechanical systems shall be braced to comply with the standards for critical facilities in active seismic zones. The existing mechanical systems also be braced throughout the facilities as part of the proposed renovations.
2. The project shall be designed to incorporate the requirements of the Seattle Energy Code.
3. The owner shall comply with the requirements of the Seattle Noise Ordinance.

4. The owner shall ensure that building related noise sources such as heating, ventilating and air conditioning equipment and emergency generators are designed and operated within the noise levels permitted by the Seattle Noise Ordinance.
5. The owner shall orient parking facilities, loading areas, material transfer and waste facilities away from sensitive residential uses where feasible, and provide adequate acoustical buffers to reduce noise exposure, where feasible.
6. The owner shall install acoustic baffles for sound control on HVAC equipment and fans.
7. The owner shall continue to implement policy of “shutting-down” emergency vehicle sirens within two blocks of the Harborview Medical Center hospital (both for arriving and departing emergency vehicles), except when prevented by safety/traffic conditions.
8. Techniques to reduce the apparent scale of new buildings (e.g., architectural detailing, modulation, stepbacks, materials, etc.) shall be incorporated into building design. Building design shall seek to soften the appearance of structures. Pedestrian scaled improvements shall be included at street level.
9. Lighting and graphics that reduces the appearance of building bulk and scale shall be incorporated into new structures.
10. To break-up building groupings and collective massing, pedestrian connections shall be maintained through the campus and with the neighborhood (such as at the “campus heart”).
11. Landscaping shall be included to soften building scale and create amenities.
12. The design of each building approved under the MIMP shall be stylistically consistent with the design of the existing structures on the Harborview campus and shall be reviewed and approved by the CAC.
13. Exterior lighting fixtures shall be shielded or directed away from adjacent residential uses.
14. Lighting poles shall be located away from and/or at heights compatible with residential development, to the extent feasible.
15. Screening and shading devices shall be installed to reduce or eliminate spillover lighting, particularly from across from sensitive residential receivers, to the extent possible.
16. Glass and building materials shall be used that are not highly reflective to avoid creating glare.
17. Building façades shall be designed with wall and glazing articulation and recesses to avoid large expanses of uniform surfaces. Spandrels, mullions and architectural detailing could lessen the effect of reflective glare from both artificial and natural light.
18. Landscaping shall be included to diffuse and obscure light and glare impacts.
19. To avoid having buildings shade landscaped open spaces, solar exposure and potential adjacent building sun blockages shall be considered in the design of all the proposed campus open spaces.

Non-Appealable Construction Conditions Required by the MIMP

The following conditions are to be enforced during construction and shall be posted in a location on the property line that is visible and accessible to the public and construction personnel from the street right-of-way. If more than one street abuts the site, conditions will be posted at each street. The conditions will be affixed to placards prepared by DPD. The placards will be issued along with the building permit set of plan. The placards will be laminated with clear plastic or other weatherproofing material and will remain in place for the duration of construction. It is the proponent's responsibility to ensure that the sub-contractors are informed of the conditions listed below:

Prior to Commencement of any Demolition or Construction

1. The excavation contractor shall provide a truck management plan to SeaTran [SDOT] Permit office for approval and identify demolition and excavation disposal sites.
2. In order to ensure that construction workers do not park on the street and do not usurp existing off-street parking on parking lots within Harborview's primary impact area, Harborview shall prepare and distribute to all construction workers a flyer that includes: a map of the available parking lots, rates; the restriction on lots located outside the primary impact area identified in the Draft EIS for Harborview's MIMP; and explanation that construction workers must park outside the primary impact area, that no on-street parking by construction workers is allowed. Harborview shall require contractors to secure parking for their construction workers outside the primary impact area.

During Construction

3. The flyer described in Condition #3 above shall be distributed to all current construction workers and any future workers hired.
4. The following low impact noise will be permitted on Saturdays from 9:00 am to 5:00 pm. Requests to do work described below in the weekday evenings (6:00 pm to 8 pm) will be reviewed on a case-by-case basis. DPD approval is required prior to any such occurrence.
 - a. Surveying and layout. This requires no noise generating equipment and requires two or three people walking around the project.
 - b. Stocking with crane. The crane is electric and requires four people to work with the crane.
 - c. Other ancillary tasks. This includes: site security; surveillance; and monitoring and maintenance of weather protection; water dams; and heating equipment.
 - d. Concrete work. This includes finishing and setting.
 - i. All work on-site shall be fully supervised by Harborview or King County on-site construction personnel who will ensure that Saturday construction is of a non-noisy nature and report back to the Land Use Planner with written confirmation of agreement to the construction hours of the subcontractors. Periodic monitoring of work activity and noise levels will be conducted by DPD construction inspectors.
 - ii. Critical quiet construction activities, which are of an emergency nature that are related to issues of safety, or which could substantially shorten the total construction

- time-frame if done after the regulation construction crew has left, will be allowed. In order to accommodate the needs of the Hospital and ensure that the construction activities will not have adverse impacts on the nearby residential uses, request to extend the hours of construction on weekdays from 6:00 pm to 8:00 pm shall be reviewed on a case-by-case basis and approved by DPD prior to each occurrence. Periodic monitoring of work activity and noise monitoring will be conducted by DPD construction inspectors.
- iii. Quiet non-construction activities that can be done at any time such as, but not limited to, site security, surveillance, monitoring of weather protection, checking tarps, surveying, and walk on and around the site and structure will not be limited by the conditions imposed above or below.
 - iv. In addition to the Noise Ordinance requirements to reduce the noise impacts of construction on nearby properties, all demolition, grading, and construction activities shall be limited to non-holiday weekdays between 7:30 am and 6:00 pm. After each floor of the building is enclosed with exterior walls and windows, interior construction on individual enclosed floors can be done at other times with the written approval of the Land Use Planner and the Director of Construction Inspections of DPD.
- 5. Equipment shall be employed on-site that is as quiet as feasible for the work to be performed.
 - 6. Nearby residents shall be advised of the construction schedule, the construction process and Harborview must provide a contact person to address construction-related problems, such as noise impacts.
 - 7. Construction schedules shall be coordinated with nearby on-campus research activities, allowing the opportunity to reschedule research or construction activities if a conflict arises.
 - 8. Whenever practical, rubber-tire equipment shall be used instead of equipment with metal tracks. Muffler shall be provided and maintained for stationary engines. Construction personnel shall limit the extent of unnecessary equipment idling. Air compressors shall be utilized with silencing packages. Preference shall be given to electrically-driven and hydraulically-driven equipment in place of diesel or pneumatic equipment.

Signature: (signature on file) Date: October 30, 2014
Michael Dorcy,
Senior Land Use Planner